

HIGHWAYS ADVISORY COMMITTEE

8th February 2022

Subject Heading:

**Grass Verges Conversion –
Recommendation**

CMT Lead:

Councillor Osman Dervish

Report Author and contact details:

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Project Manager
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Policy context:

Major Parking schemes

Financial Summary:

**The estimated cost is £0.630m which
has been allocated from the Highways
Community Infrastructure Levy (CIL)
funding allocation cost code - C38010**

The subject matter of this report deals with the following Council Objectives

Communities making Havering
Places making Havering
Opportunities making Havering
Connections making Havering

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SUMMARY

Following on from concerns raised by members, residents, waste, and emergency services in relation to obstructive and erroneous parking caused by parking stress on residential streets in the borough, this report outlines proposals to convert a limited number of existing grass verges into parking space. The report outlines costs for the implementation. Whilst this report is seeking approval to progress a limited number of grass verge conversion to parking space indicative costs for a much larger scheme are also provided, along with options for future consideration.

RECOMMENDATIONS

1. That the Highways Advisory Committee having considered this report recommends to the Cabinet Member for Environment in consultation with the Leader of the Council that:
 - a) officers reduce the scale of the project to progress with the informal consultation with residents at four sites in Harold Wood Ward and one site in Hacton Ward as part of a trial; as detailed in **Appendices A and B**.
 - b) if after undertaking informal consultations the majority of residents are in support, the trial schemes progress to full implementation.
2. That the Highways Advisory Committee Members note the estimated cost of the trial scheme implementations is £0.630m as detailed in **Appendix B**.

REPORT DETAIL

1. Background

- 1.1 Increased car ownership has resulted in the increased parking (kerb side) pressure, and this has meant some drivers use of verges for vehicular parking, particularly in residential areas. As such the council receives many requests to fund and implement the protection or hardening of verges.
- 1.2 Parking on and vehicular damage to grass verges is a common problem. It can reduce the verge to an unsightly state and obstruct the highway preventing pedestrians and wheelchair users from accessing roads and footways. Verge parking can also cause a hazard to other motorists especially if the vehicle is parked on a bend, narrow road, or junction.
- 1.3 In principle it is possible to create additional parking space and capacity through the conversion of selected green spaces and verges to hard standing. A study was undertaken as part of the Highway Investment Programme (Whole Street Approach) to identify locations experiencing parking and traffic manoeuvrability issues caused by parking demand and narrow road widths.

- 1.4 The service contacted all councillors and asked them for their views and to provide details of areas where concerns have been raised by residents experiencing parking pressure who were requesting grass verge conversion work. This information was collated along with direct requests from residents, members, and waste services.
- 1.5 To prioritise the implementation of grass verges conversion the following criteria was used:
 - a) The level of risk to highway users and whether there has been a recommendation by any of the emergency services
 - b) If there is adequate alternative parking available nearby (either on or off street) there must not be a worse problem caused by the displaced parking
 - c) Level of support from Local Residents and Ward Members
 - d) The actual cost of the proposed solution.
- 1.6 An analysis of the locations where requests were made was undertaken and a scoring method was used to assist with this evaluation. The benefits to residents as well as verified delays to refuse collection/access issues, public transport accessibility and the overall cost of the scheme were awarded a score with 0 having the least and 100 having the highest affect; and details of this are provided in Appendix A.
 - 1.6.1 Impact on waste collection and access for emergency services.
 - I. Narrow streets and residents double parking has impacted on the emergency services' ability to access incidents and delays to refuge services.
 - II. The council's waste collection and emergency services have been asked to evaluate the sites.
 - a) The Metropolitan Police reported problems with accessing two sites in the borough which were Newbury Gardens and Halesworth Close due to the fact both roads are very narrow. However, Newbury Gardens has not been raised with officers before now and it is for this reason it isn't on the current list of sites for grass conversion. If approved officers will include this location in the next batch of sites, for the future consideration.
 - b) Halesworth Close is in Harold Wood Ward and is one of the sites on the grass conversion list which officers are recommending be included within the trial area. To mitigate the problem officers are proposing to extend the width of carriageway and to convert the grass verge into residential parking.
 - 1.6.2 Impact on residents:
 - I. Parking and damage to the grass verges and pavements is a common problem in Havering and can have a big impact on people with sight and mobility difficulties and for children in pushchairs. Further problems include reducing verges to an unsightly state, obstructing the highway, and preventing pedestrians and wheelchair users from accessing roads.

- II. Officers looked at the number of parking spaces available, the number of properties in each road and how providing more parking would benefit residents.
- III. The proposals will improve parking supply enabling further parking areas for residents to park. Also, will help reduce vehicle traffic and congestion in the borough, which will improve road safety and air quality.

1.6.3 Cost per parking space

- I. The implementation of this type of work can be costly and significant sums of public money would be used to create a relatively modest number of extra spaces.
- II. With the recommended options, the cost to implement schemes in the five proposed locations would be approximately £0.635m which would create an additional 129 parking spaces and equates to a cost of £4,922 per space which would have a positive impact on parking provision in these areas.

1.6.4 PTAL (Public Transport Access Level)

- I. PTAL is a measure of connectivity by public transport, which has been used in various planning processes in London for many years.
- II. For any selected place, PTAL suggests how well the place is connected to public transport services. It does not cover trips by car.
- III. PTAL values are simple. They range from zero to six, where the highest value represents the best connectivity. For historical reasons, the PTAL value of one is split into two categories (1a and 1b) and the PTAL value of six is split into two categories (6a and 6b).
- IV. All together there are nine possible values of PTAL: 0, 1a, 1b, 2, 3, 4, 5, 6a and 6b. A location will have a higher PTAL if:
 - a) It is at a short walking distance to the nearest stations or stops.
 - b) Waiting times at the nearest stations or stops are short.
 - c) More services pass at the nearest stations or stops.
 - d) There are major rail stations nearby; or
 - e) Any combination of all the above.

1.6.5 Officers used the PTAL scoring method as part of the assessment works for the grass conversion sites.

2 Proposed grass verges conversion update

- 2.1 Following on from the analysis and review of all 96 proposed sites in April 2020, 29 sites were identified as being suitable for possible grass conversion into parking bays

and all selected sites are shown in **Appendix A**. The reasons why sites were rejected or deemed unsuitable was:

- ✓ Not enough space for the verge conversion, substantial backfall away from the channel line to construct parking bays
- ✓ Clearly visible underground utilities e.g., BT, CATV, sub-station for electric cables – moving these will be very costly
- ✓ no parking problems in the area observed

2.2 The Local Members and Ward Councillors are in support of the introduction of measures to address verge parking issues at the proposed locations. Designs for all 29 sites were completed as detailed in **Appendix C** and these were circulated with all affected members for their comments in June 2021.

2.3 Site meetings has been undertaken in early July 2021 with positive comments from the Councillors and the other locations were agreed to via internal correspondence on the draft proposals

2.4 Following on from informal member approval to provide additional parking spaces, the 29 sites were sent to the contractor for statutory undertaker (stats) searches and estimates. The overall costs estimate for the construction works is in excess of £2.5m and a breakdown of this is shown in **Appendix A**.

3 Options

3.1 Conversion of grass verges to parking areas relieves parking stress in some areas benefiting both residents and visitors. However, whilst increased parking space provides some additional convenience to residents this needs to be balanced against the detrimental impact this will have on encouraging car ownership, congestion, air quality, climate change impact and increased paved areas adding to the flood risk in the borough.

3.2 The implementation of this type of work can be costly and significant sums of public money would be used to create a relatively modest number of extra spaces. The following options are available:

3.2.1 Seek to provide additional parking at all 29 sites

3.2.2 The need for more parking has developed because of growth in motor traffic and particularly in the ownership and use of private cars. The Council received 96 locations the subject of requests / complaints from residents and ward members, and, after careful consideration, 29 sites were chosen for possible grass verge conversion.

3.2.3 Progressing with the scheme would alleviate the pressure on parking and help formalise current arrangements where erroneous parking is taking place. The cost to implement schemes in all the proposed locations would be approximately £2.5m which would create an additional 362 parking spaces and equates to a cost of £6,906 per space which is a relatively modest additional capacity compared to the investment. It would also attract the negative environmental impacts mentioned above.

3.2.4 Reduce the scale of the project by undertaking a trial in an agreed area

3.3.5 To monitor the impact of the proposals and reduce costs, undertaking a trial where a small sample of locations have been requested is an option. It is recommended the locations would be where the population is denser, and it is likely residents would have limited access to both off street and on street parking facilities. Consideration in terms of proximity to public transport is also a factor.

3.3.6 The cost to implement schemes in the five proposed locations would be approximately £0.630m which would create an additional 129 parking spaces and equates to a cost of £4,922 per space which would have a positive impact on parking provision in these areas.

3.2.5 Retain existing parking arrangements and do not progress with the scheme

In line with the Mayors Transport Strategy (MTS) to promote sustainability using alternative forms of travel to the private car, primarily using public transport, walking, and cycling. Converting grass verges to parking can cause significant loss of visual quality, access to green spaces and increase rainwater run-off, which works against the need to combat climate change.

4 Recommendation

4.1 Based on the scoring method introduced to evaluate the sites and assign a priority score based on criteria as highlighted in Appendix A, four sites in Harold Wood ward and one site in Hacton ward scored the highest.

4.2 The recommendation is to adopt the:

- a) option to reduce the scale of the project by undertaking a trial in Harold Wood Ward and Hacton Wards and to progress with an informal consultation with residents to establish a level of support; and
- b) the scoring mechanism explained above to prioritise the sites as set out in Appendix B, and as follows

Location	Ward
BARNSELY ROAD	Harold Wood
KINGSBRIDGE CLOSE	Harold Wood
KINGSBRIDGE CIRCUS	Harold Wood
HALESWORTH CLOSE	Harold Wood
HAYDOCK CLOSE, EPSOM WAY	Hacton

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is asking HAC to recommend to the Cabinet Member to accept the recommendations made by officers and to proceed with the implementation process for the above scheme.

Should all proposals be implemented, Members note that the estimated cost of implementation is £0.630m

It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards actual implementation and scheme detail. Therefore, final costs are subject to change.

Legal implications and risks:

A TMO is not required for the civil works element for converting verges into hardstanding areas. The proposed parking bays would be advisory bay markings; therefore, this element would not require a TMO. However, we would require TMOs for proposed short lengths of Double Yellow Lines at junctions in order to improve road safety and access.

The Council's power to make an order creating a controlled parking zone is set out in Part IV of the Road Traffic Regulation Act 1984 ("RTRA 1984"). Before an Order is made, the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedure) (England & Wales) Regulations 1996 (SI 1996/2489) are complied with.

The Traffic Signs Regulations and General Directions 2016 govern road traffic signs and road markings.

Section 122 RTRA 1984 imposes a general duty on local authorities when exercising functions under the RTRA. It provides, insofar as is material, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. This statutory duty must be balanced with any concerns received over the implementation of the proposals.

Human Resources implications and risks:

The proposal can be delivered within the standard resourcing within Street Management, and has no specific impact on staffing/HR issues.

Equalities implications and risks:

Havering has a diverse community made up of many different groups and individuals. The council values diversity and believes it essential to understand and include the different contributions, perspectives and experience that people from different backgrounds bring.

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The council demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and commissioning of its services, and employment practices

concerning its workforce. In addition, the council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

BACKGROUND PAPER

NONE

APPENDICES

Appendix A – Grass verges conversion survey results and financial summary

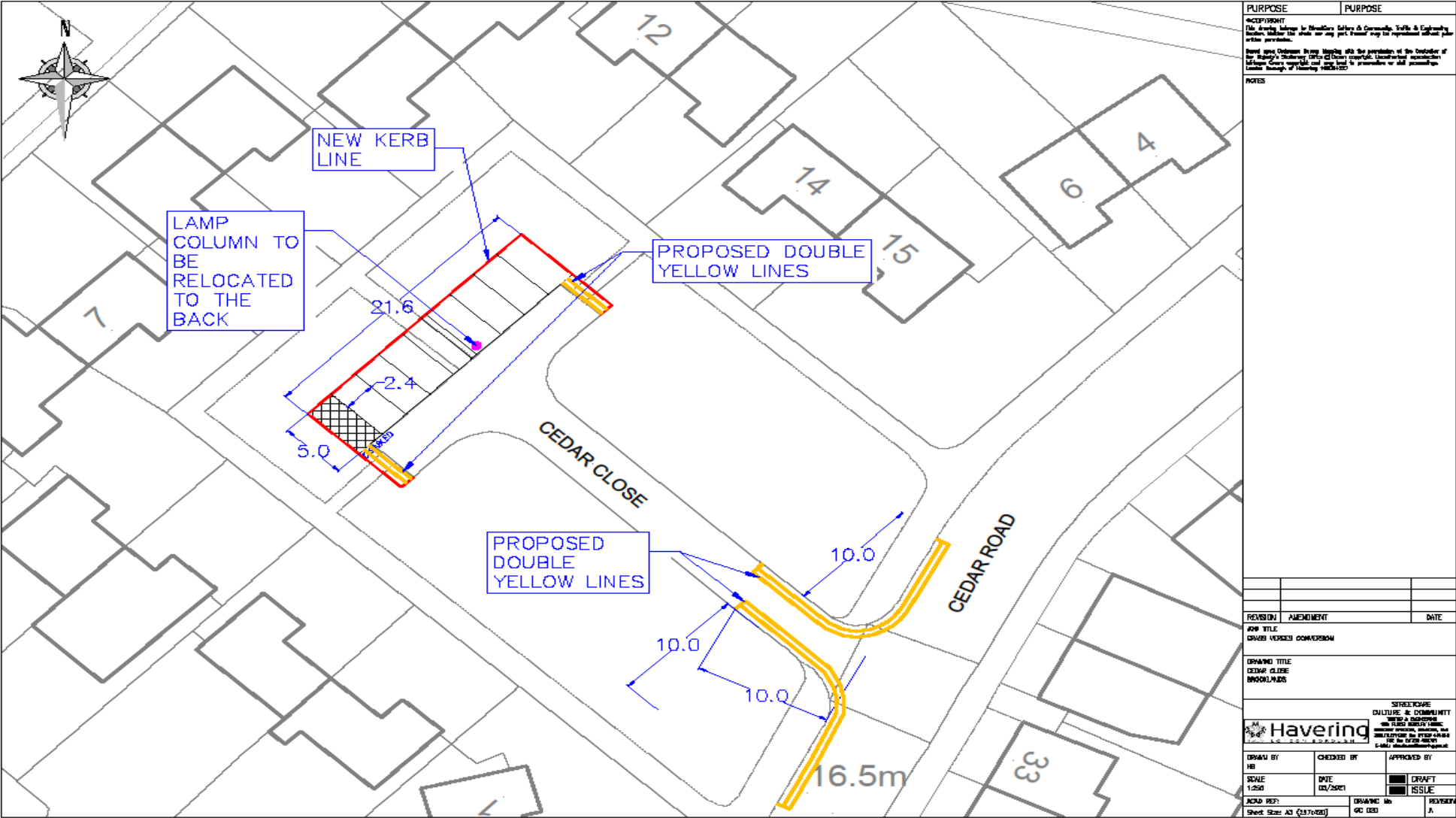
Location	Ward Area	Existing spaces	Proposed new additional parking spaces	Total number of paking spaces	Costing	per parking space	Scoring				PTAL (Public Transport Access Level) - TfL	Total score (max 400)
							Impact waste collection/access issues	Impact on residents	Cost per parking space	PTAL (Public Transport Access Level) - Scoring LBH		
AMERSHAM CLOSE	Harold Wood	2	3	5	£56,915.85	£18,971.95	100	100	40	70	2	310
BROSELEY ROAD	Gooshays	1	21	22	£118,620.14	£5,648.58	20	100	100	80	1b	300
DAGNAM PARK SQUARE	Gooshays	0	12	12	£72,707.19	£6,058.93	100	60	80	70	2	310
DORKING RISE	Gooshays	15	5	20	£83,125.20	£16,625.04	20	100	40	70	2	230
PRESTON ROAD (NORTH HILL GREEN)	Gooshays	8	14	22	£90,837.44	£6,488.39	20	100	80	70	2	270
PENRITH ROAD	Gooshays	0	9	9	£83,366.56	£9,262.95	50	80	80	80	1b	290
PENZANCE GARDENS	Gooshays	0	10	10	£89,594.59	£8,959.46	80	80	80	80	1b	320
PRIORY ROAD	Gooshays	0	7	7	£91,366.95	£13,052.42	30	50	60	80	1b	220
SWINDON GARDENS	Gooshays	0	6	6	£74,107.62	£12,351.27	100	80	60	70	2	310
WIGTON ROAD	Gooshays	0	11	11	£86,135.20	£7,830.47	20	100	80	80	1b	280
WIGTON WAY	Gooshays	0	9	9	£74,889.28	£8,321.03	20	100	80	70	2	270
BARNLEY ROAD	Harold Wood	0	9	9	£79,776.92	£8,864.10	80	100	80	70	2	330
KINGSBRIDGE CLOSE	Harold Wood	2	6	8	£84,455.00	£14,075.83	100	100	60	70	2	330
ROBIN CLOSE	Havering Park	32	32	64	£152,634.74	£4,769.84	30	60	100	80	1b	270
ST JOHNS ROAD	Havering Park	0	19	19	£101,059.03	£5,318.90	20	50	100	80	1b	250
LODGE COURT	St Andrews	28	11	39	£90,227.50	£8,202.50	80	60	80	50	4	270
THE GLEN	Rainham And Wennington	0	9	9	£103,734.82	£11,526.09	80	80	60	80	1b	300
KINGSBRIDGE CIRCUS	Harold Wood	36	42	78	£162,151.21	£3,860.74	80	80	100	80	1b	340
HALESWORTH CLOSE	Harold Wood	8	16	24	£146,125.95	£9,132.87	100	100	80	70	2	350
CEDAR CLOSE, ROMFORD	Brooklands	4	9	13	£78,494.65	£8,721.63	80	80	80	60	3	300
CHAUCER ROAD	Heaton	0	28	28	£113,046.98	£4,037.39	80	60	100	80	1b	320
GUILDFORD GARDENS	Gooshays	4	7	11	£74,699.30	£10,671.33	100	60	60	80	1b	300
HORNDON CLOSE, ROMFORD	Mawneys	0	6	6	£70,200.40	£11,700.07	100	80	60	70	2	310
NEWBURY GARDENS, RM3	Gooshays	0	11	11	£75,718.88	£6,883.53	70	80	80	70	2	300
PLOVER GARDENS	Cranham	5	6	11	£80,870.45	£13,478.41	100	80	60	80	1b	320
RET福德 PATH	Gooshays	0	7	7	£76,416.24	£10,916.61	80	90	60	80	1b	310
TRUSTONS GARDENS	Hylands	0	5	5	£71,686.65	£14,337.33	20	50	60	80	1b	210
WOODBIDGE CLOSE	Gooshays	22	9	31	£85,847.59	£9,538.62	90	60	80	80	1b	310
HAYDOCK CLOSE, EPSOM WAY	Hacton	0	32	32	£157,970.58	£4,936.58	70	90	100	80	1b	340
					£2,726,782.91							

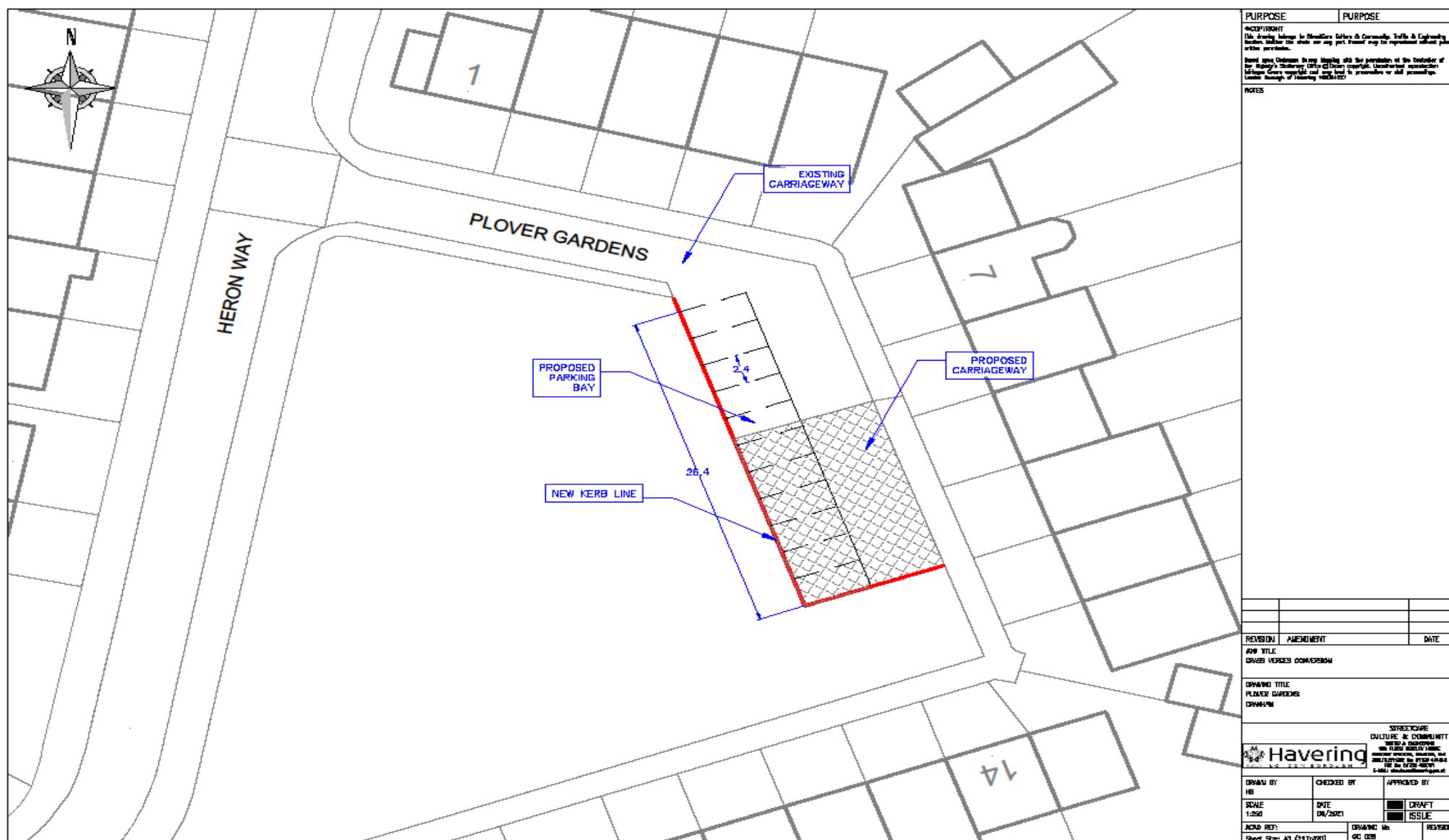
Appendix B – Grass verges conversion financial summary of recommended locations

	Location	Ward Area	Total score (max 400)	Costing
1	BARNSLEY ROAD	Harold Wood	330	£79,776.92
2	KINGSBRIDGE CLOSE	Harold Wood	330	£84,455.00
3	KINGSBRIDGE CIRCUS	Harold Wood	340	£162,151.21
4	HALESWORTH CLOSE	Harold Wood	350	£146,125.95
5	HAYDOCK CLOSE, EPSOM WAY	Hacton	340	£157,970.58
				£630,479.66

Appendix C – Proposed designs for all sites by Ward

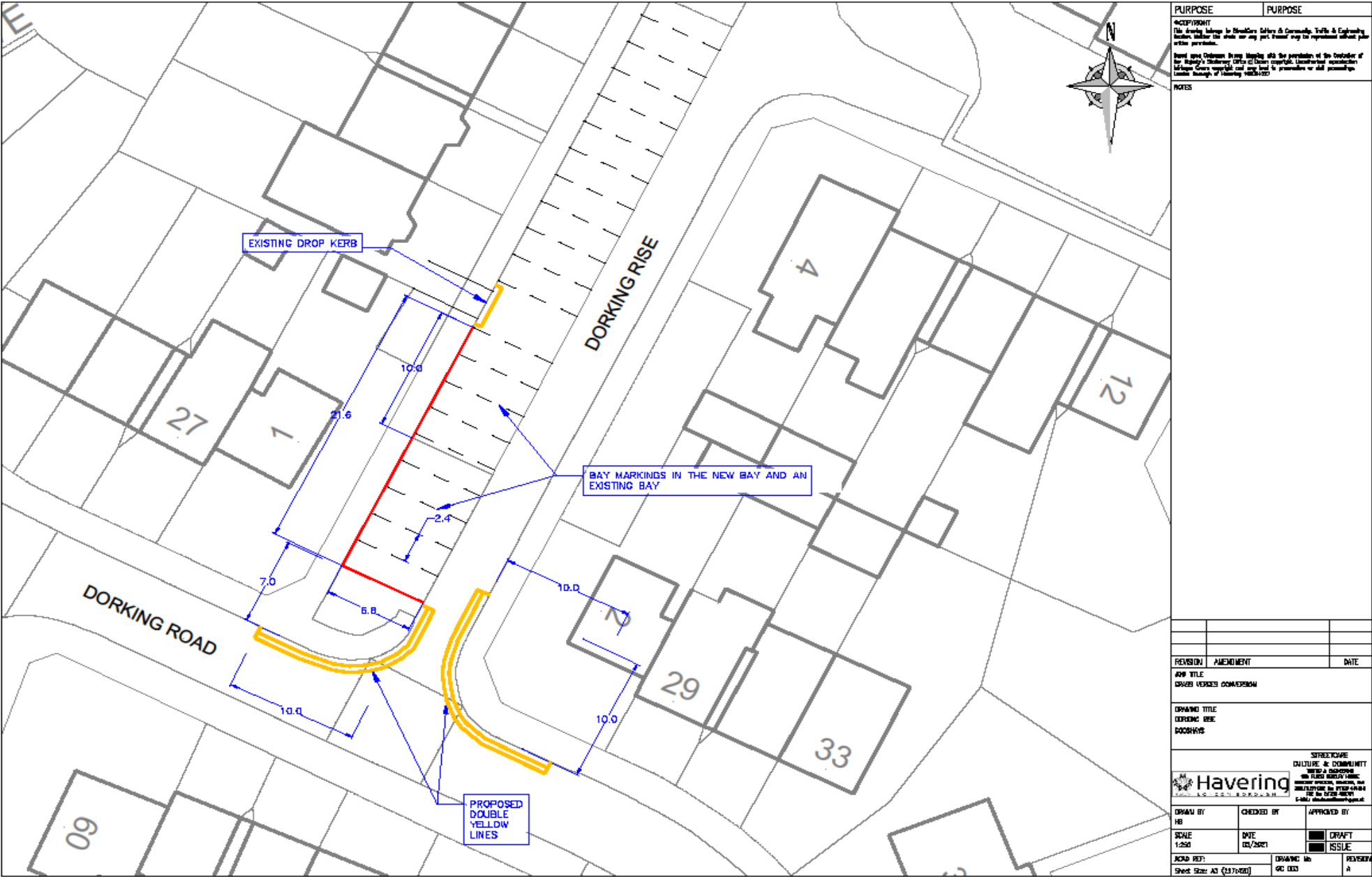
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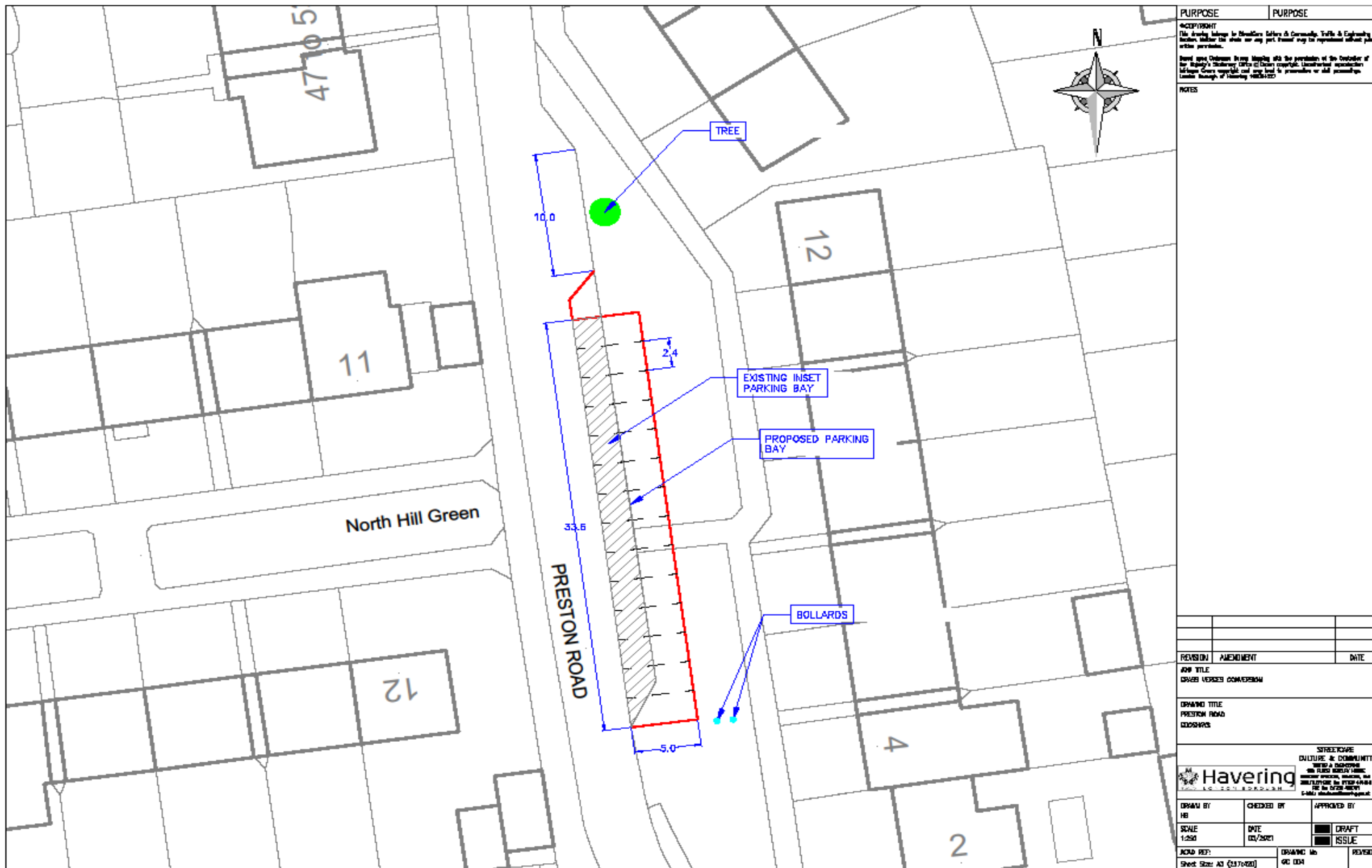


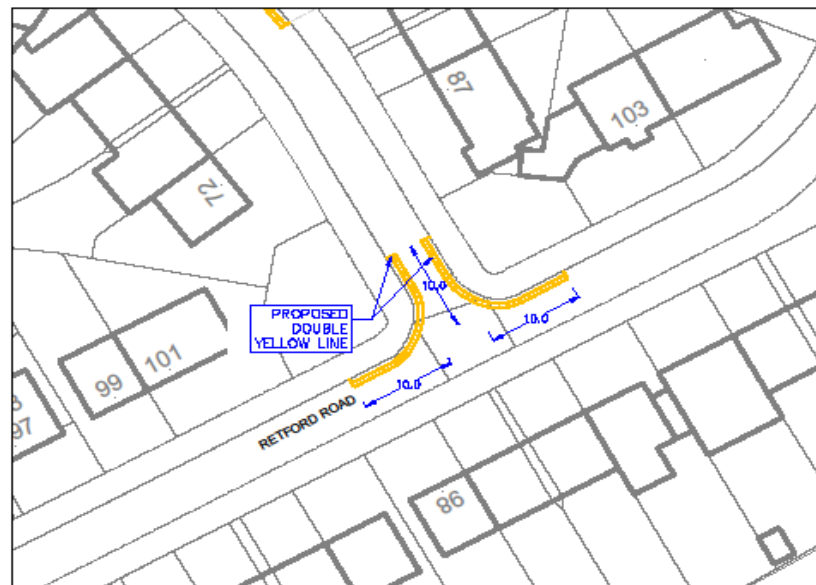
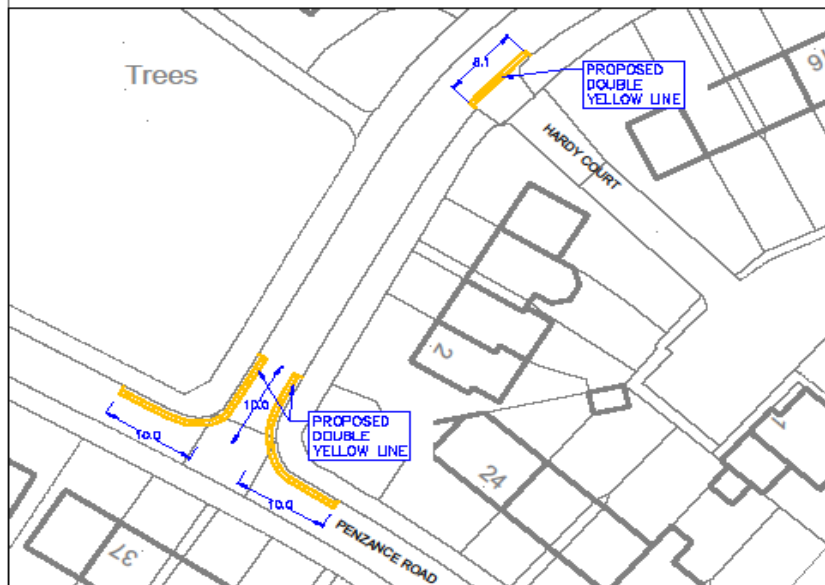
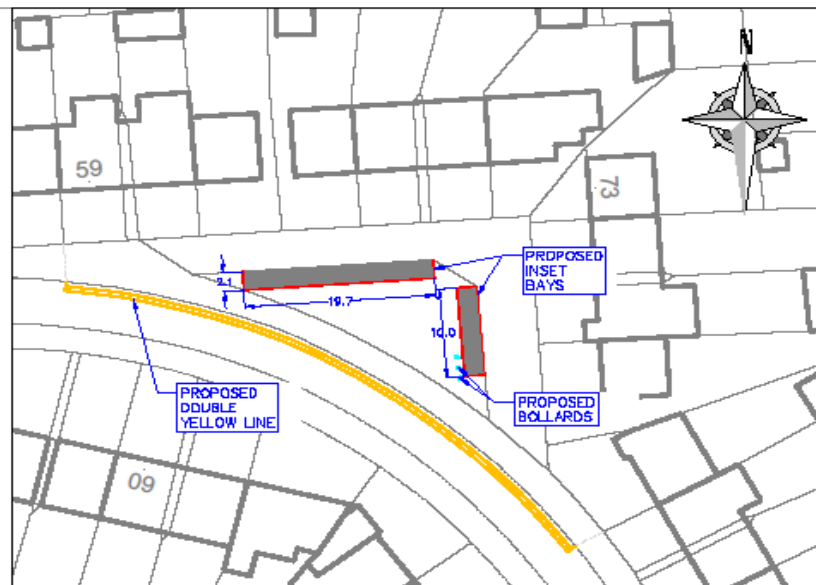
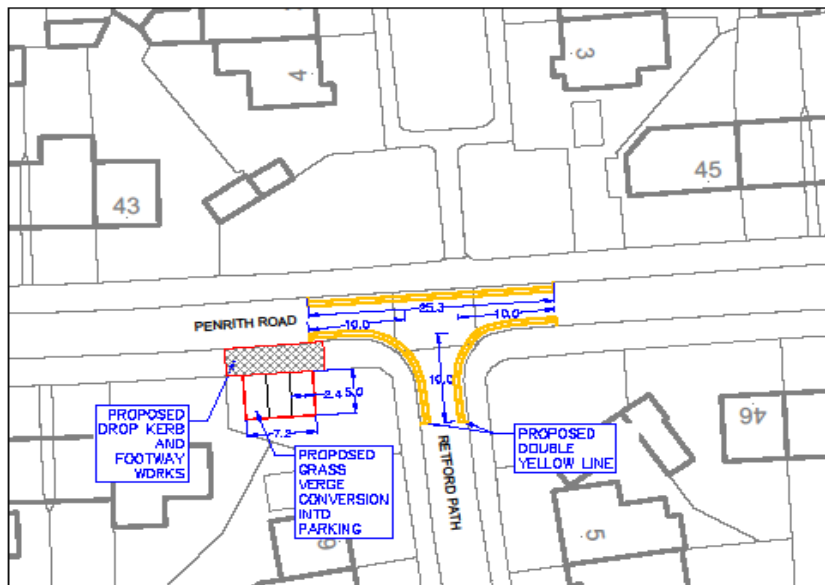


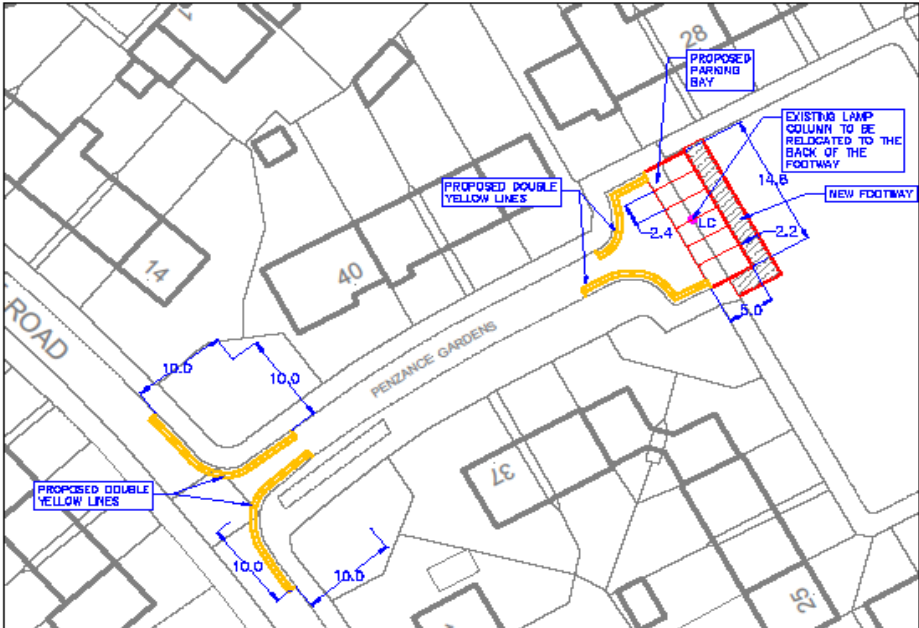
3. Gooshays Ward





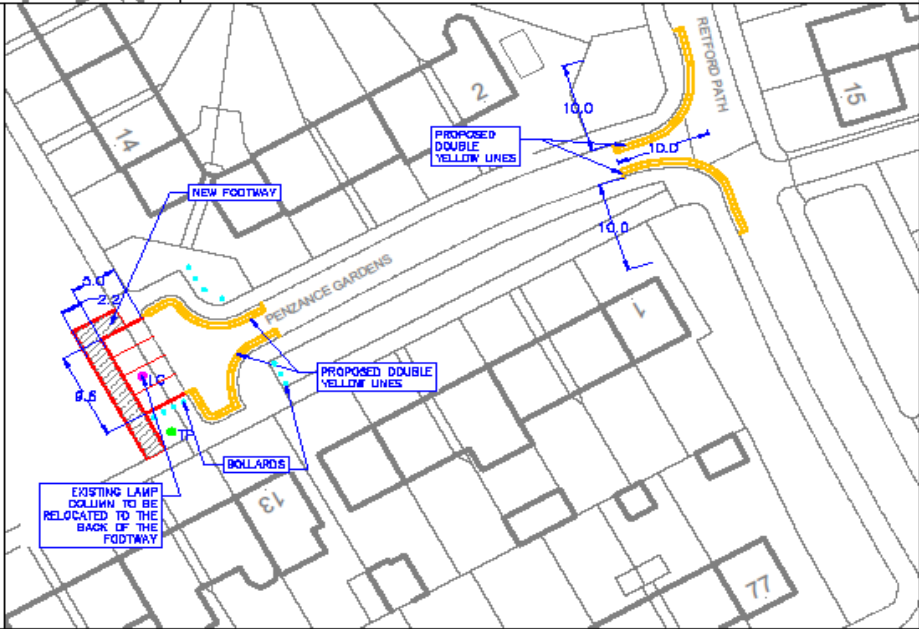
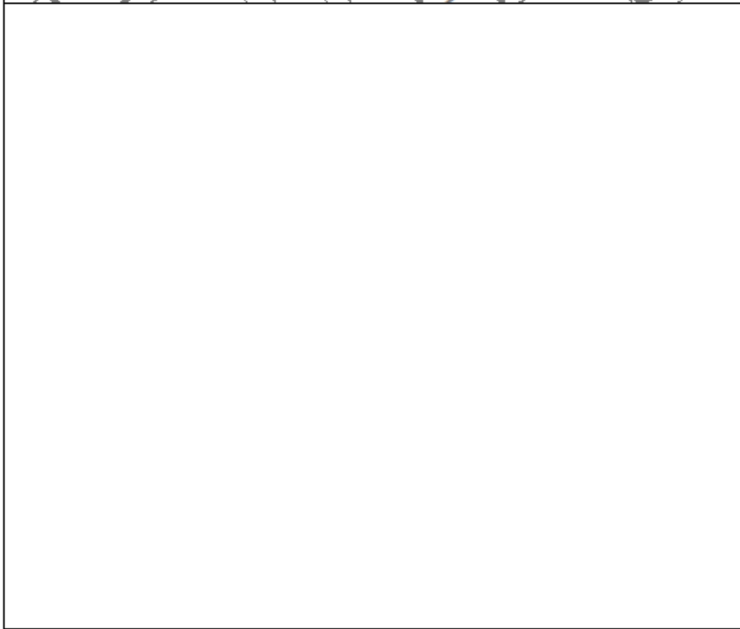


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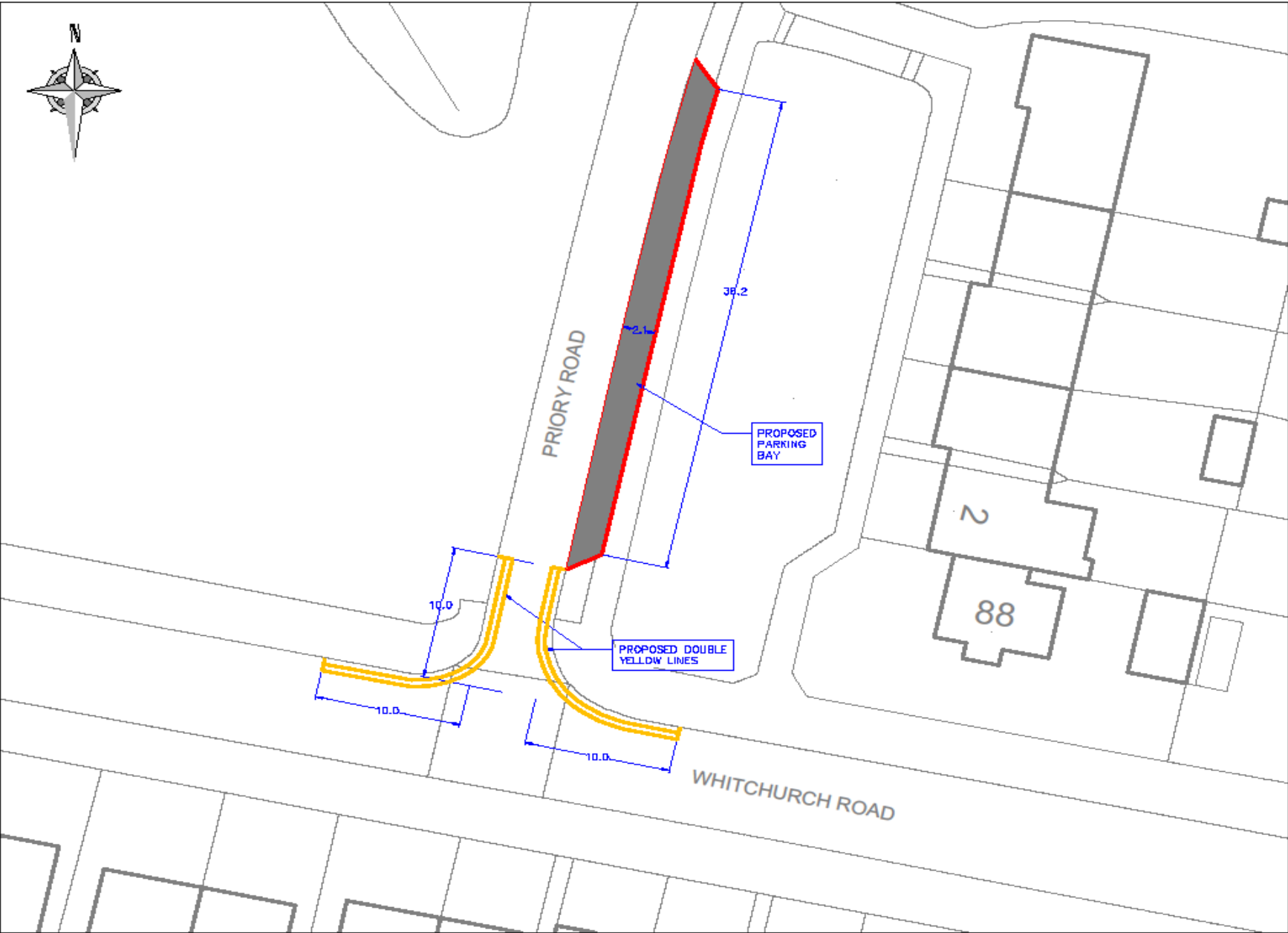


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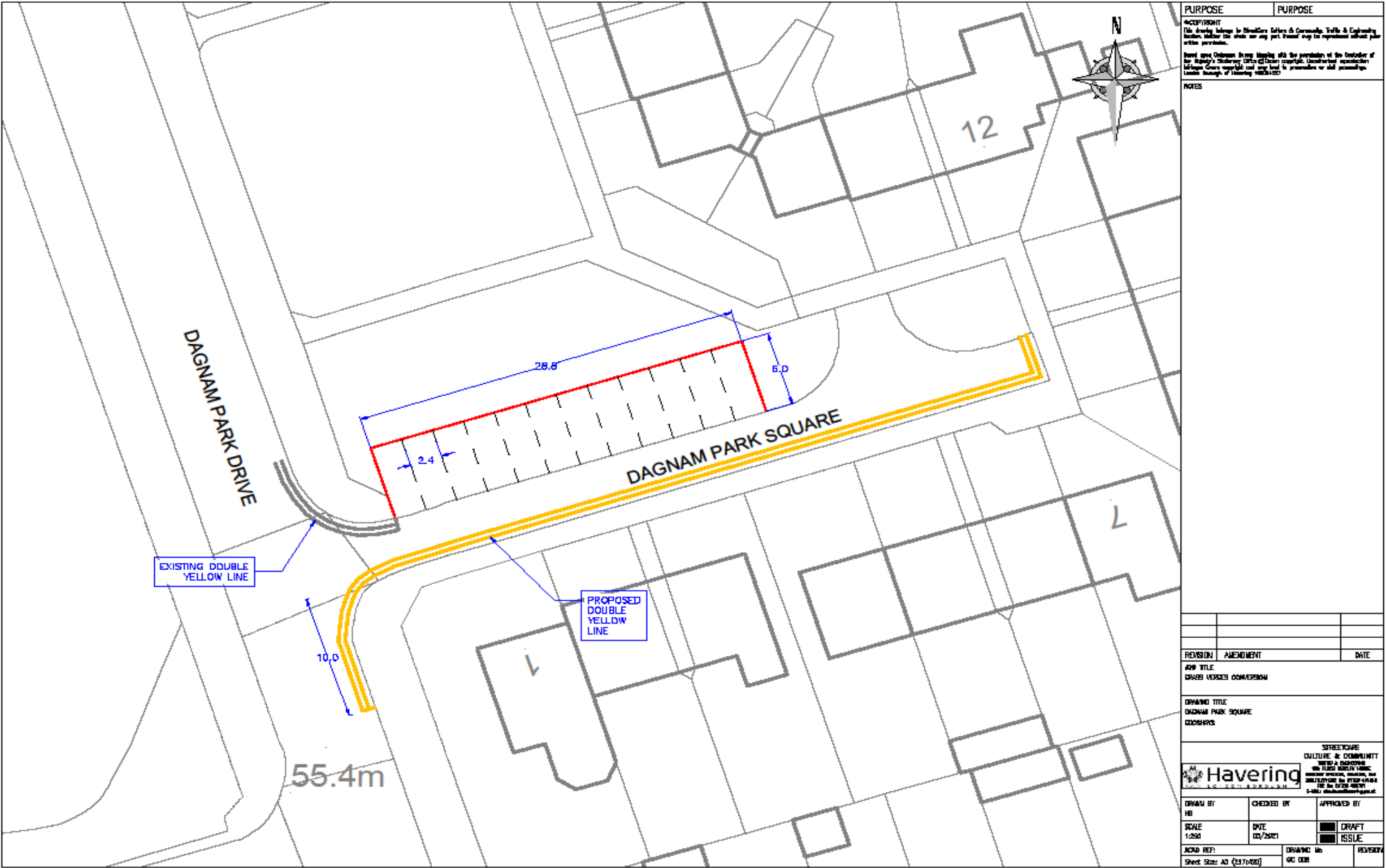
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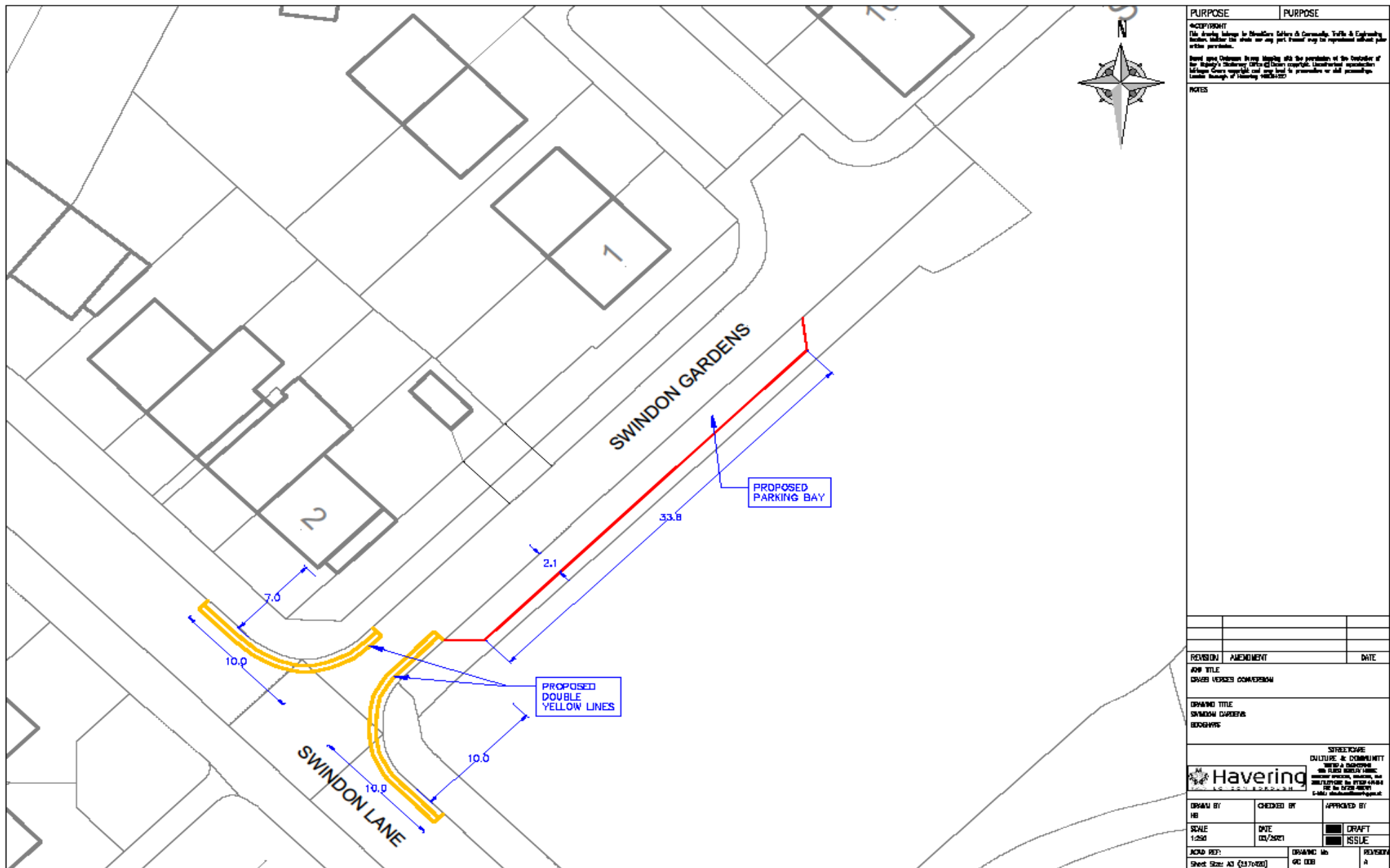
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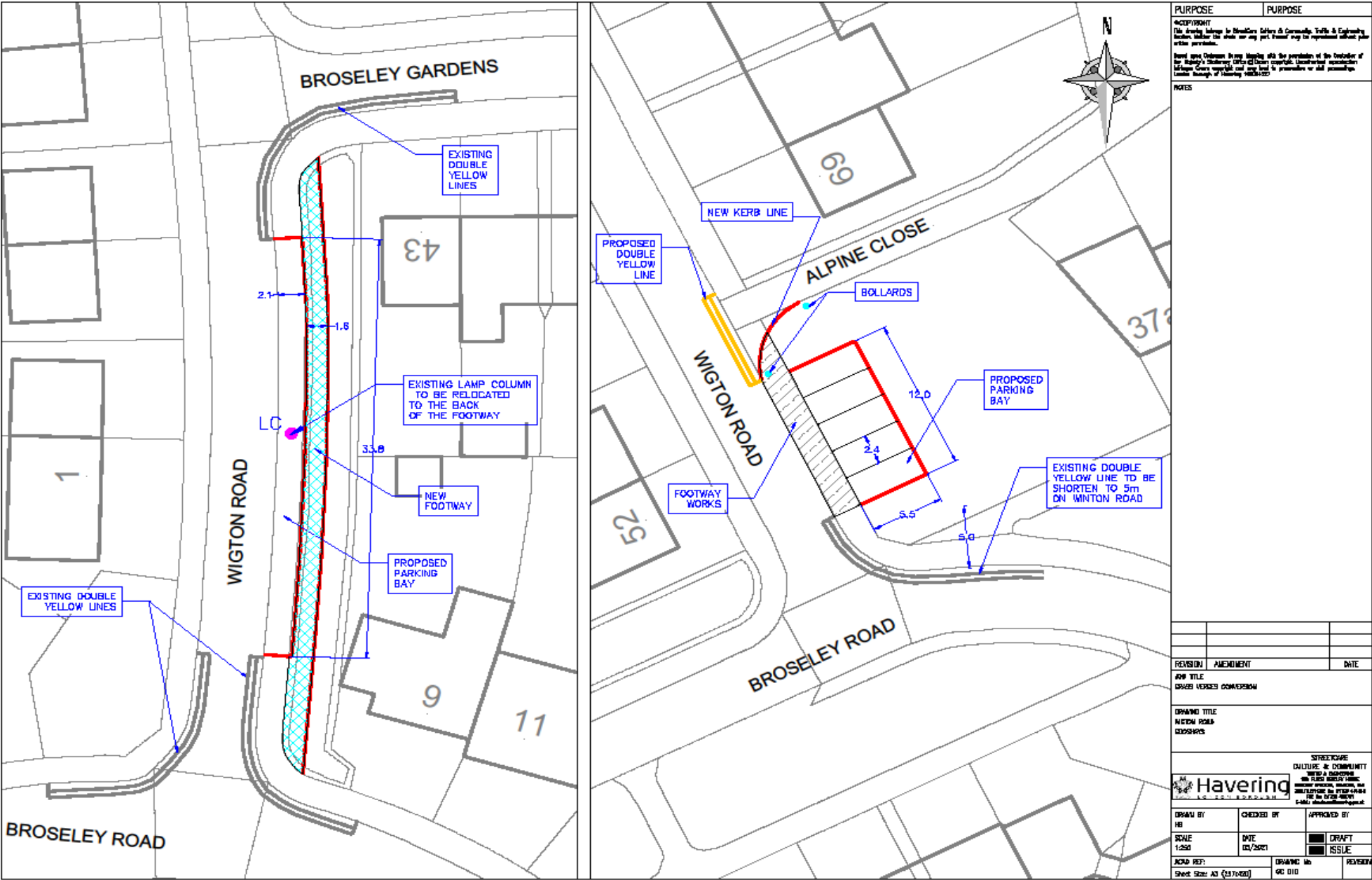
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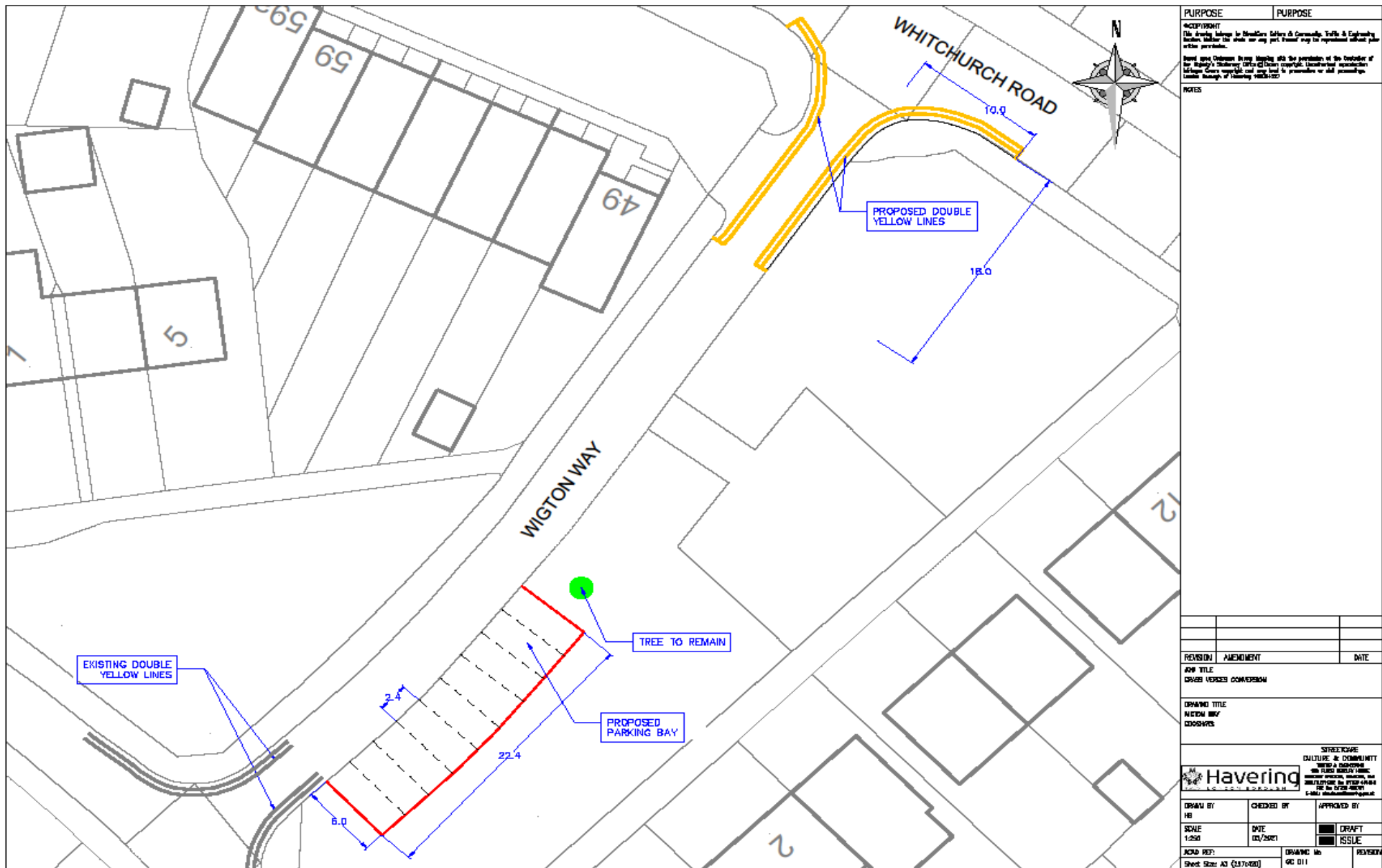
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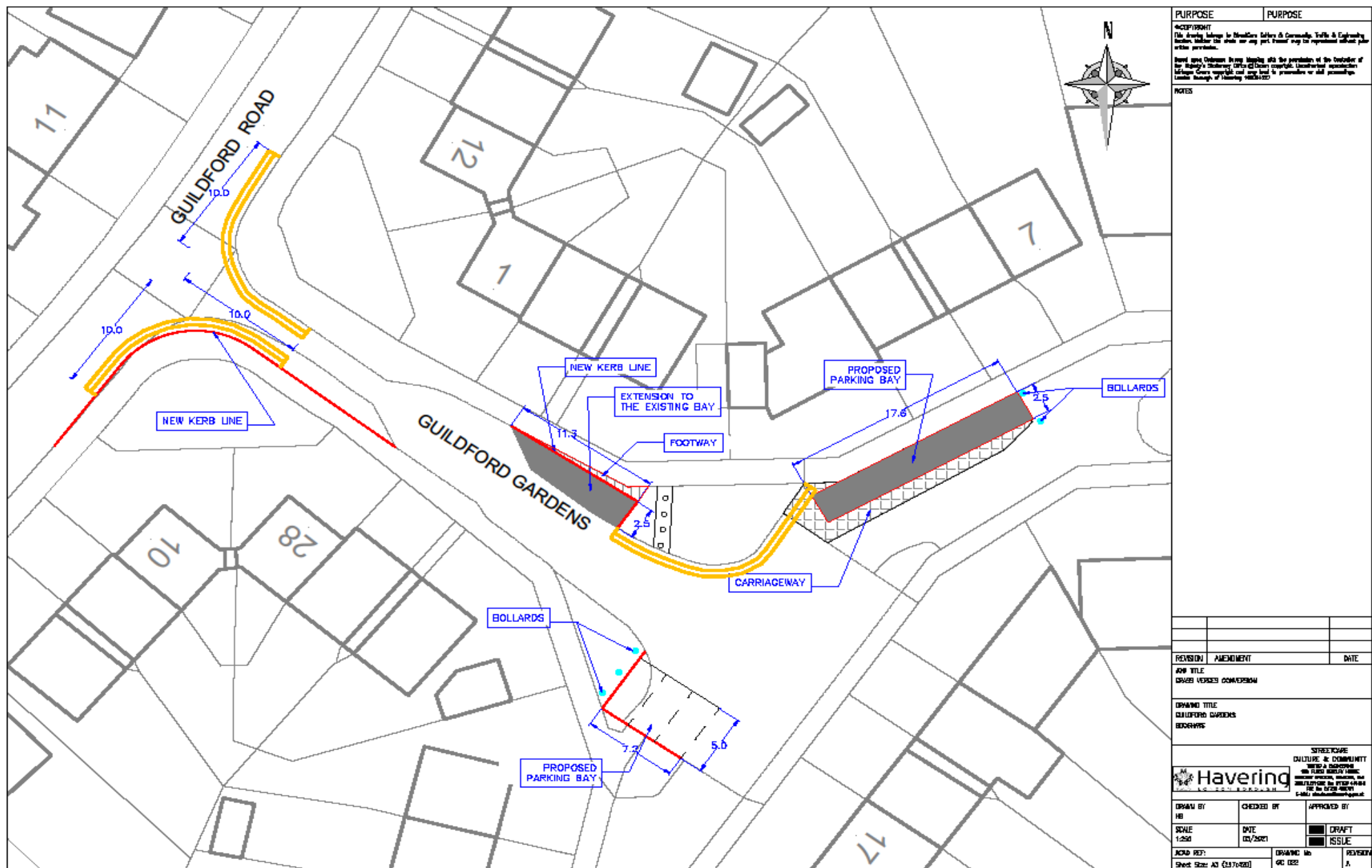
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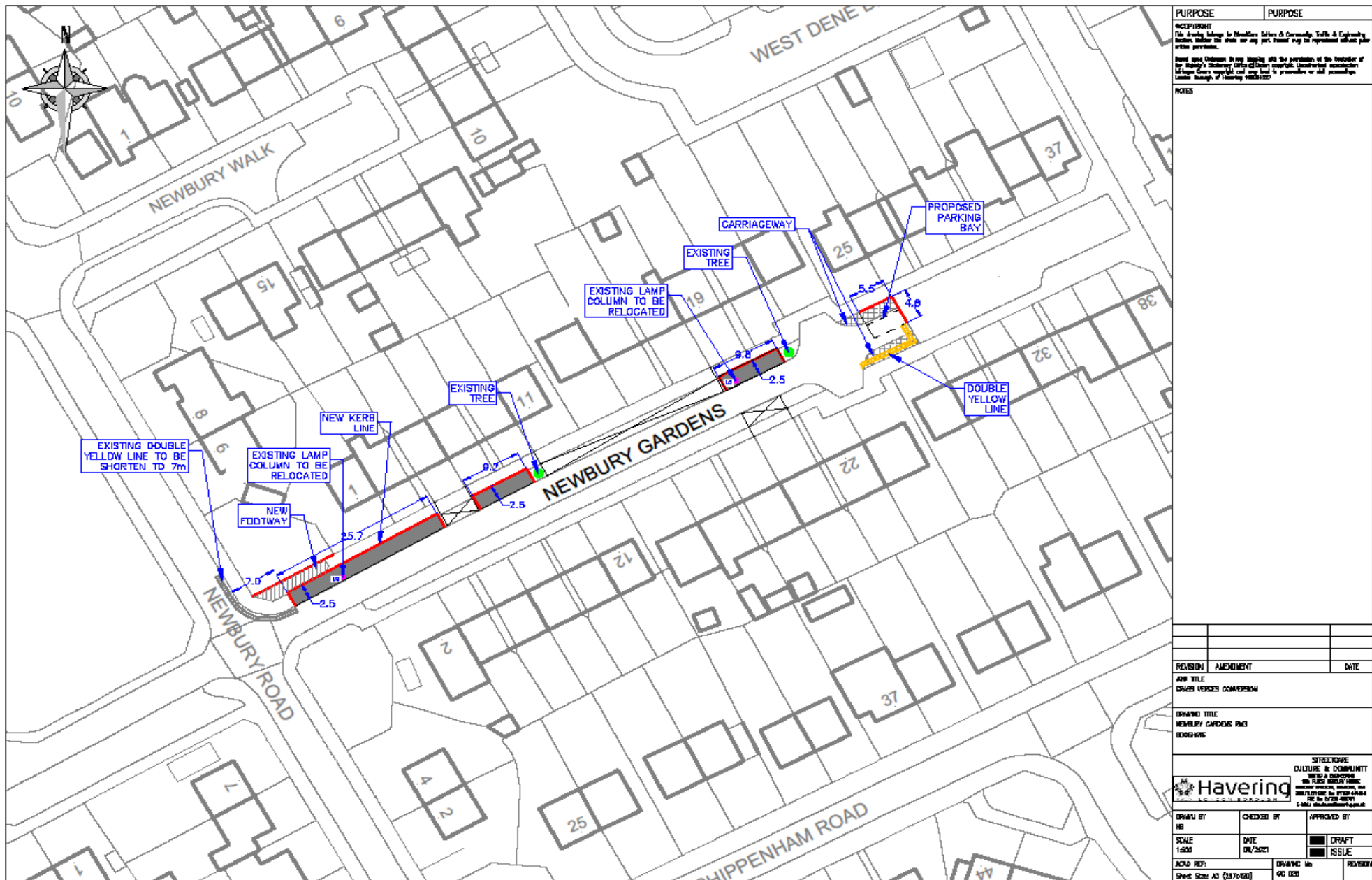


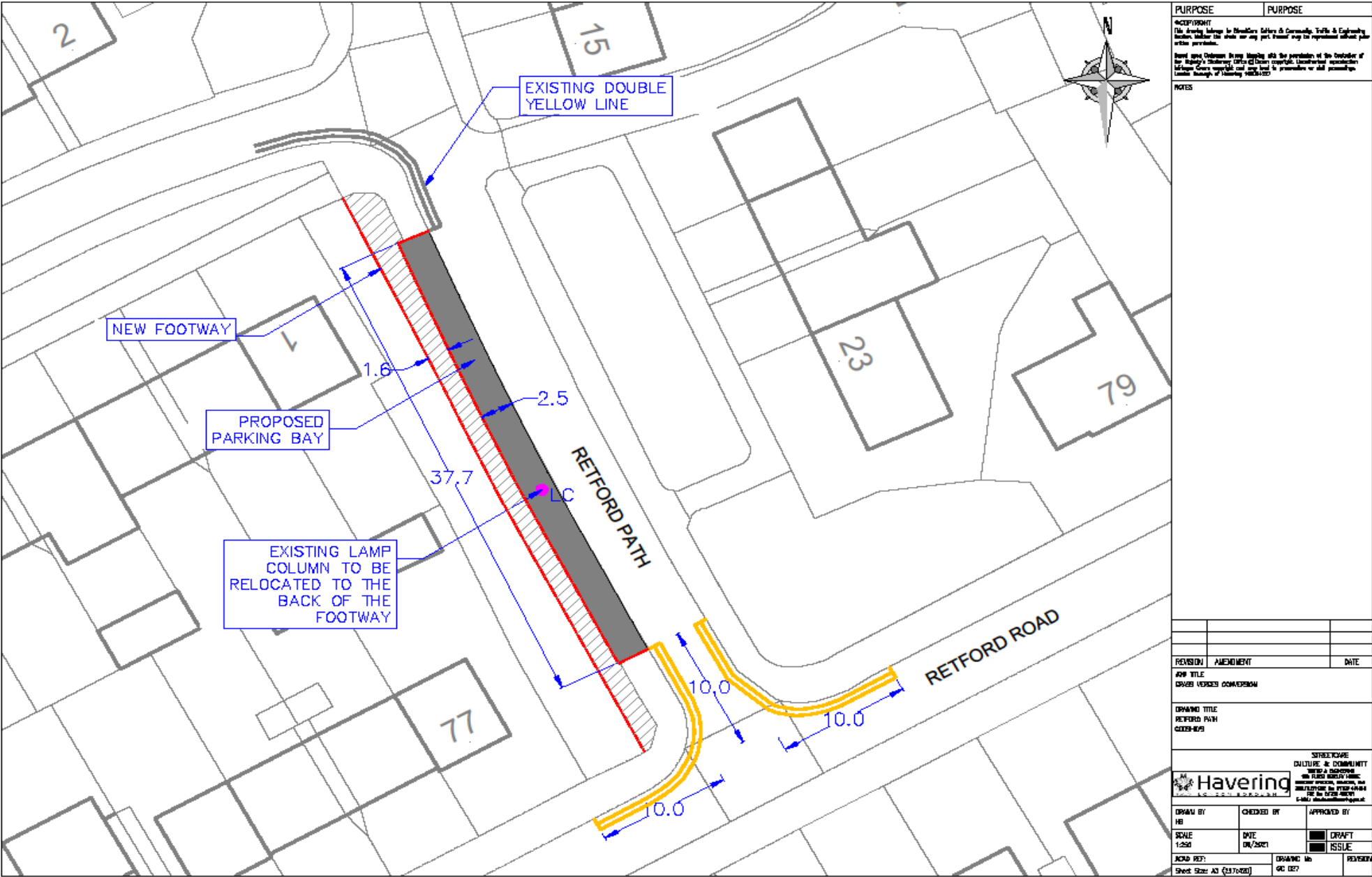


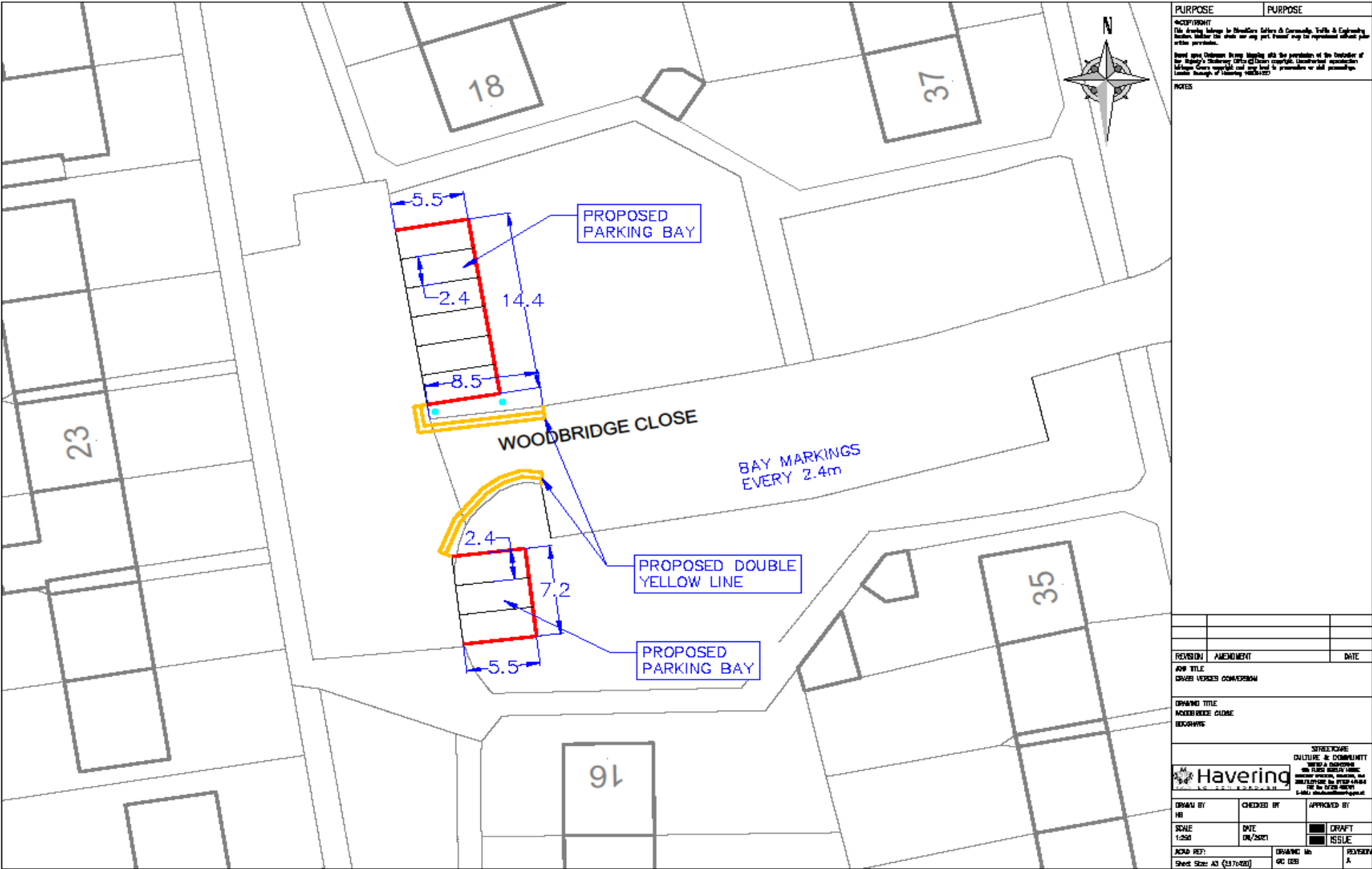




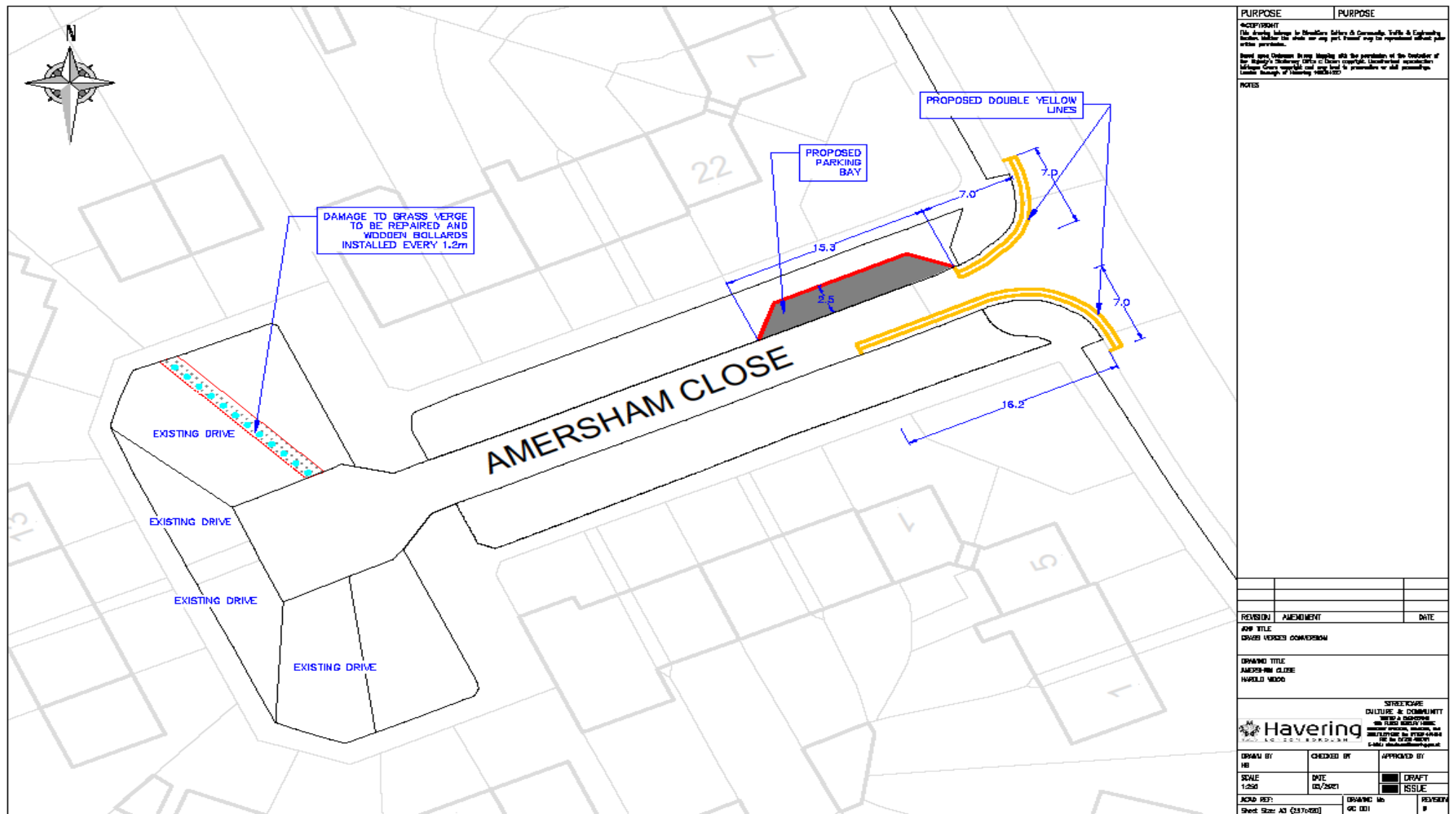


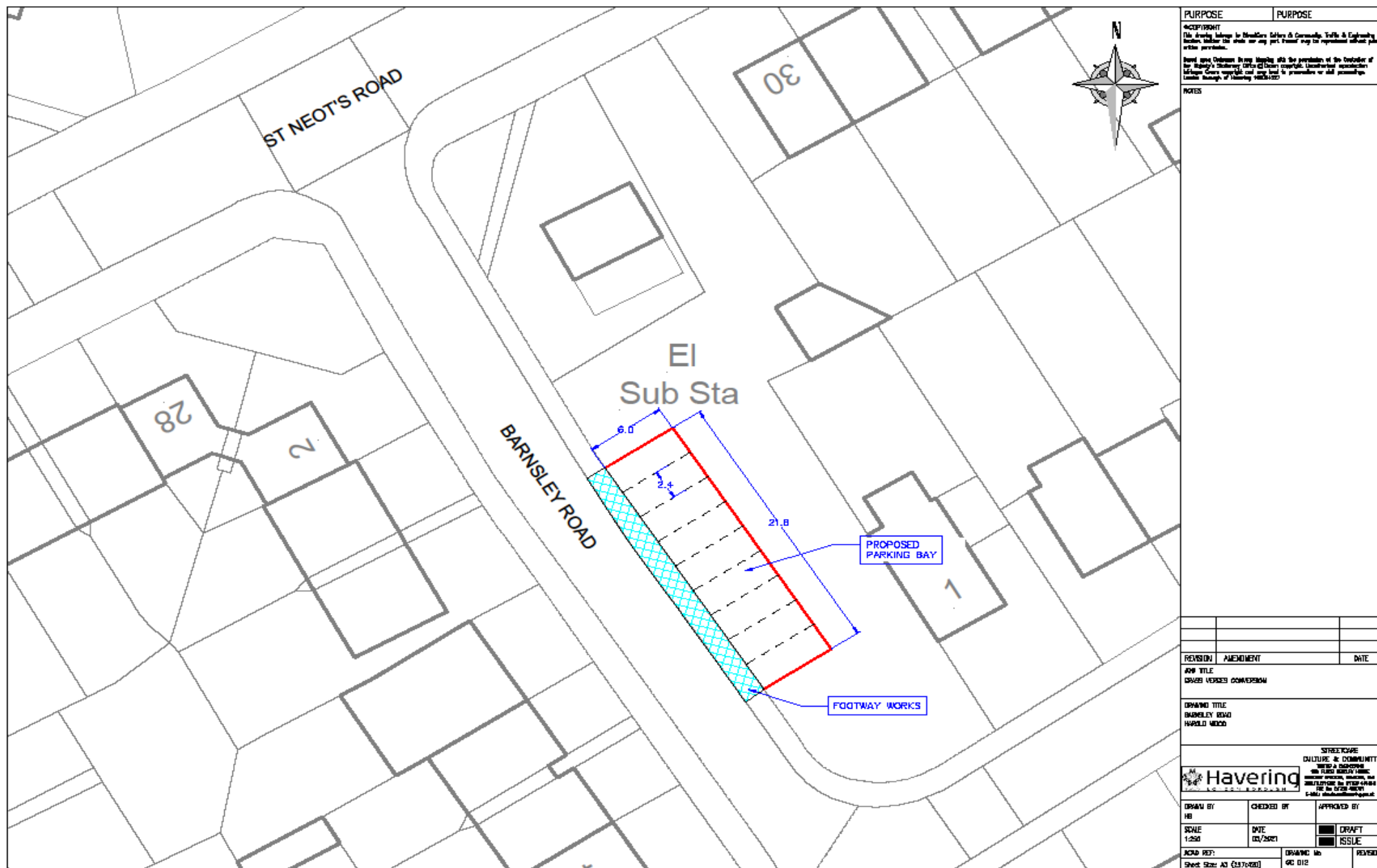


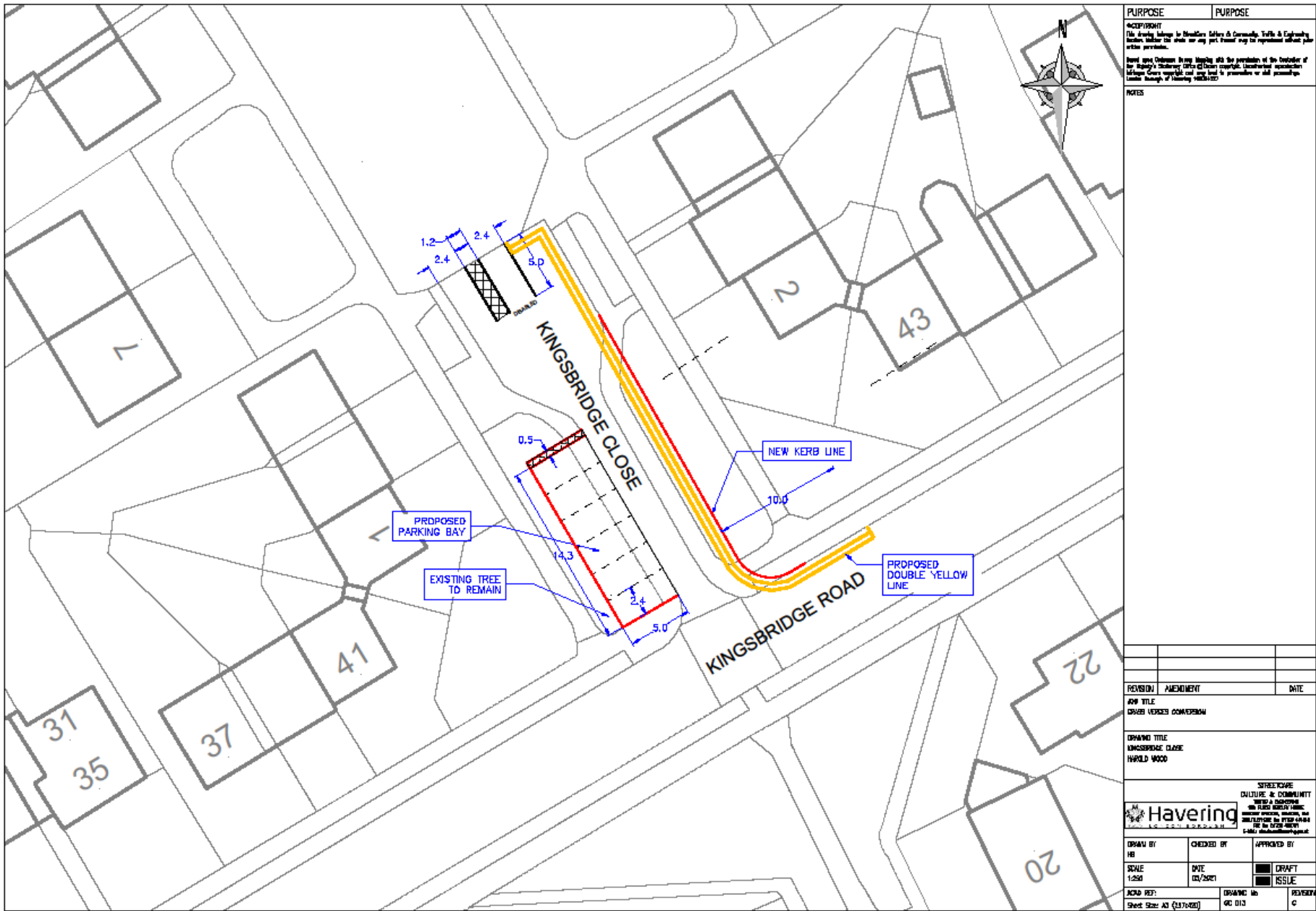


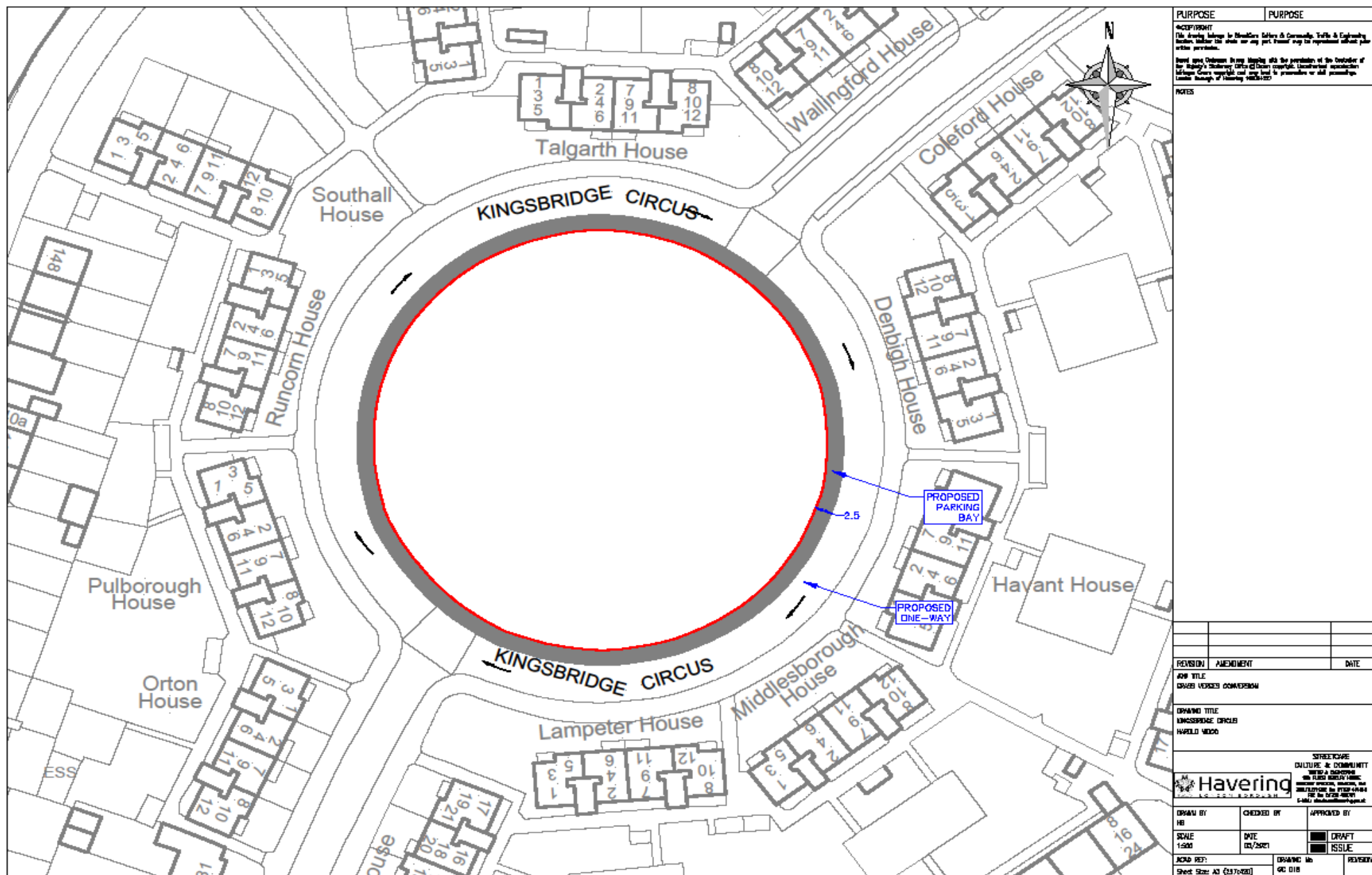


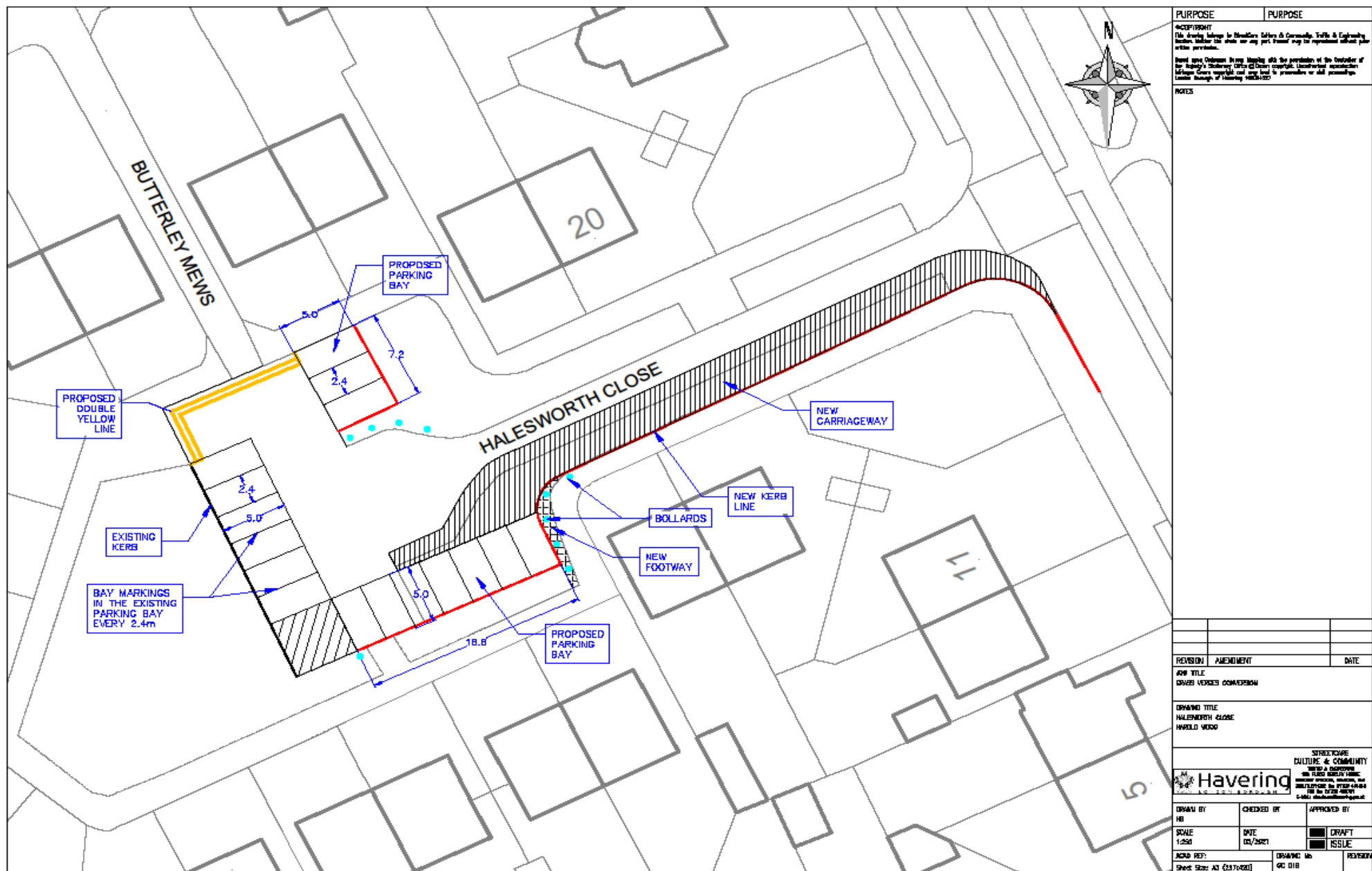


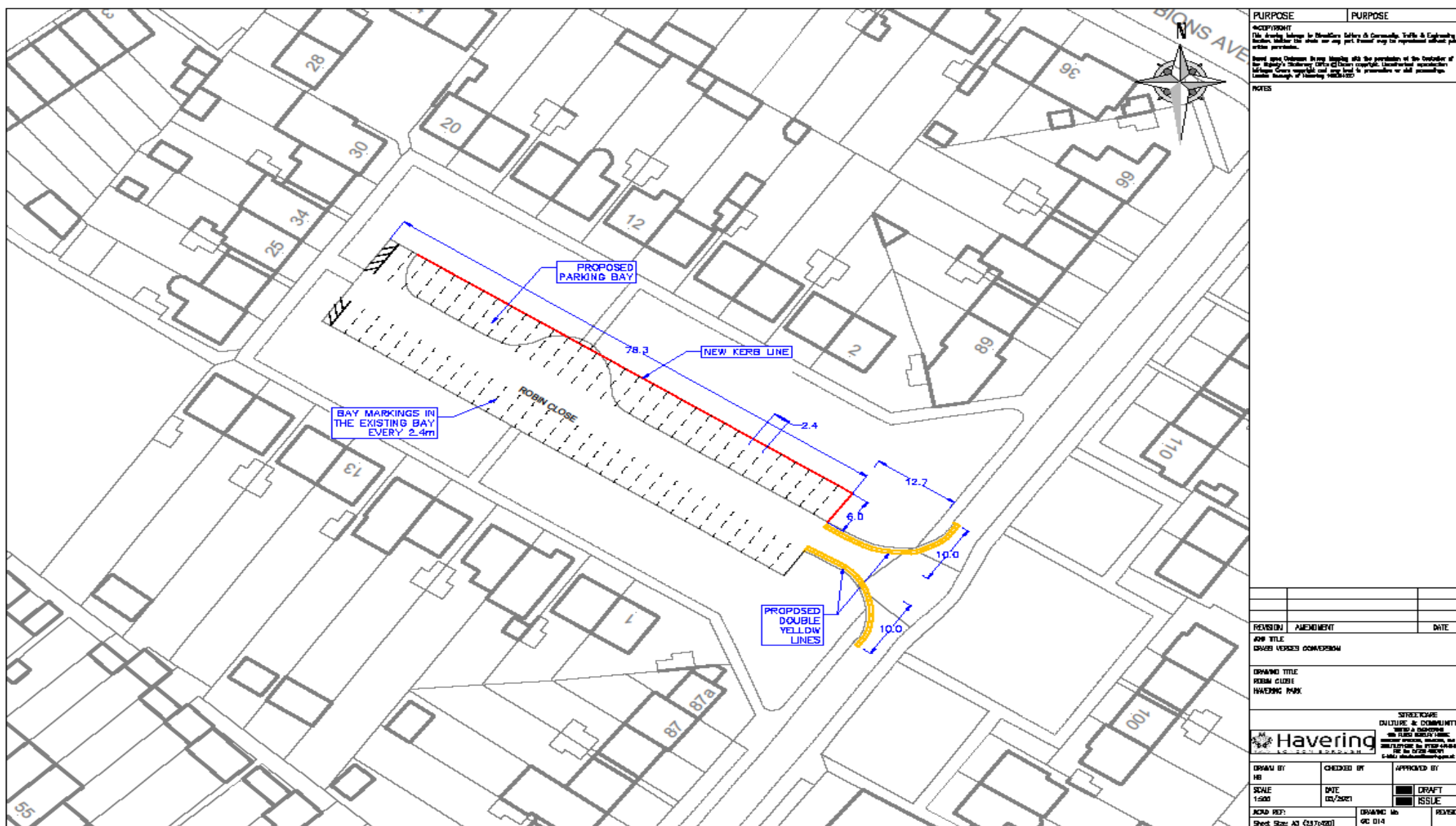










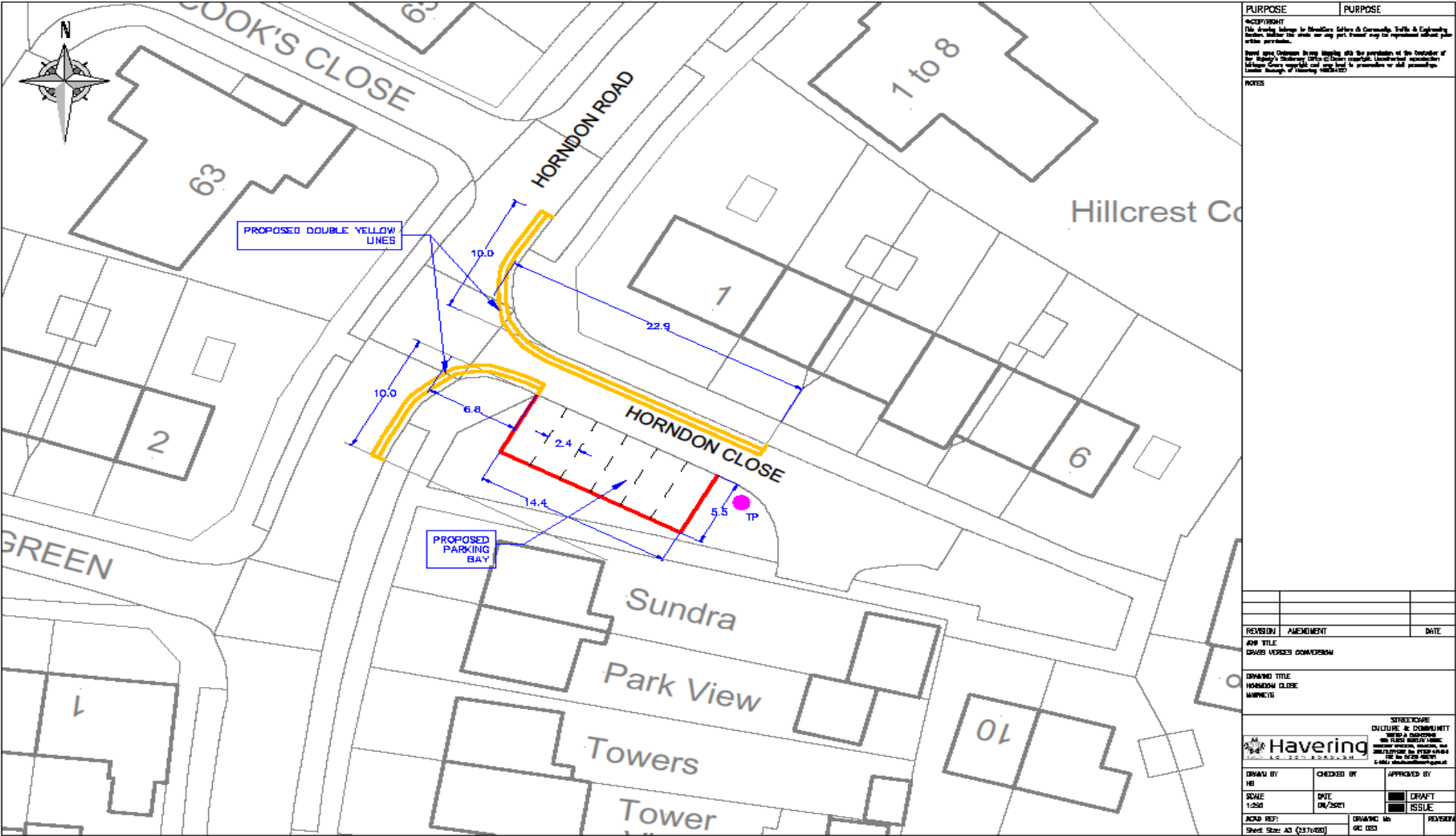








10.Mawneys Ward



11. Rainham & Wennington Ward



12. St. Andrews Ward

